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tunities for recreation offered; the character of the places of amusement such as dance halls, theatres and parks; the number of saloons; and the violation of the white slave act and marriage of very young girls. Everything that can throw any light on the problem of prostitution is noted.

The War and Navy Departments are a unit in their determination to have a clean army and navy, and to use federal authority to wake up those complacent communities which are willing to see exploited the weaknesses of men and women. For the first time in our history, men in power are sufficiently interested and sympathetic to furnish legislative authority, money and moral support for the realization of ideals so long unheld by people with social vision.

With the responsibility placed squarely on the public where it belongs, and with precedent thus clearly established, may we not look forward to the elimination of at least the grosser forms of vice, within our own generation?

## THE SEGREGATION OF DELINQUENT WOMEN AND GIRLS AS A WAR PROBLEM

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It has been suggested that the federal government establish four large institutions of industrial training, to be located respectively in the north, central, southern and western sections of the United States, in which to hold, for the period of the war, all girls and women who can be proven in federal court to be a menace to the men in training. At first thought such a drastic, summary measure seems admirable at this time when the country's need requires the greatest possible speed in securing military efficiency.

But setting aside the practical difficulties involved in executing such a plan and dismissing the question of its value socially, the problem of delinquency among women and girls, which we face today as menacing our military strength, is a problem which our awakening social conscience must face, in a lessened degree, in times of peace. So it has seemed to this section that the greatest

program that can be developed is one that not only meets the immediate need, but at the same time is so established that it can be continued as a permanent program.

Eventually, and permanently, each state must make regulations and provisions for the solution of the problem of delinquency of women and girls. At present few of the southern states, where the large majority of the training camps are located, have any program for such work. The War Department has established a system of law enforcement to protect the health and morals of our men in training, but the program can never be worked out effectively unless laws can be established for holding women on long-term sentence, and suitable places be provided for their custody and training. If the women and girls who are arrested and convicted of prostitution or vagrancy are simply given a small fine and allowed to go, it means they go back to the same life which caused their arrest. And actually, little has been accomplished.

The work must be developed in two ways. Legal machinery must be established whereby girls and women can be held on long-term sentence, and standardized institutions must be provided for their care. Representatives of the Law Enforcement Division of the Commission, and local committees and individuals in cantonment cities and states have been active in arousing public sentiment, and in preparing bills to be introduced in the state legislature and ordinances in the city council. It is the work of the Section on Reformatories and Houses of Detention for Women and Girls to develop and standardize suitable places of commitment. The principles underlying both kinds of work, and the accomplishments effected, should be the foundation of continued, permanent work in the care of delinquent women and girls.

Thus to meet the need soundly and scientifically there must be available a house of detention, or "clearing" house, where all young women and girls arrested, with the exception of hardened prostitutes and "repeaters," can be held while awaiting trial instead of being held for trial in jail. Here, under careful management, receiving medical treatment when necessary, a careful study can be made of each individual case, including physical and mental tests, and a plan recommended to the judge. Frequently the services of the army psychologist, or of the psychologist in a neighboring educational institution can be secured to make a study of the

cases. Not every girl arrested on the charge of being a prostitute or vagrant should be given a jail sentence, or sent to a reformatory. There is no single type of camp-follower. With a good house of detention, actively functioning as a "clearing" house, it will be found that varied treatment should be recommended. There are silly, young run-away girls who should be sent home; feeble-minded girls and women who should have permanent custodial care; and, in the majority, it is true, untrained, neurotic, irresponsible girls on the verge of drifting into a life of prostitution, who should have industrial training in an institution located in the country where there is abundant opportunity for outdoor work.

Alarming reports which have been circulated as to the great increase in illegitimate births due to men in training are untrue. But there has developed a very great problem in the number of child marriages. Young girls in their teens have been married to one, two or three soldiers. The problem is complicated by the fact that in some states a girl by the act of marrying becomes no longer a minor.

A detention house should never be a place of long-term commitment, nor should its use for the detention of juveniles be combined with its use for girls and young women. Its single purpose should be to serve as a clearing house, and that will be hampered if the work is complicated by a resident population, or by the difficulties of discipline caused by housing small children with older girls and women most of whom are sexual offenders.

With the idea of establishing an efficient program most quickly, and in view of the difficulty of obtaining labor and building materials at the present time, wherever possible we have urged the use of reconstructed old buildings rather than the attempt to build anew. A number of cities have established admirable houses of detention in old buildings—in school buildings or former houses of prostitution. A detention house need not be developed with an idea of permanence in view, as it is not an institution for commitment but a clearing house, and with the development of new conditions the kind of house adapted to the purpose may change.

For that matter we have been glad to give government approval of the newer development in the ideas of institutional buildings. There has been a healthy reaction against very expensive permanent buildings. While the work of this section has been to develop

and standardize facilities for the care of delinquent women and girls, in no way has it been its policy to build impressive buildings but rather to aid local or state enterprise in securing suitable, yet simple, buildings, and to standardize by regulation of the governing boards or committees the care and training furnished by the institution.

Places of long-term commitment for women and girls should be state institutions. But at present in some states practically nothing has been done in work for women and girls, and to meet the present need sentiment has to be aroused in the cantonment cities for some local provision for the care of older women, pending state action, and audience for girls' cases has to be sought in federal court for commitment to an institution in a northern state.

This latter manner of procedure has been followed to a considerable extent in South Carolina. The federal judge has sent a number of girls found to be a menace to the men in training to a reformatory in the north. In the meantime, the State Industrial School, with federal aid, is being established. To some extent this has been done elsewhere, and there are a number of good industrial training schools in different northern states that are able and willing to receive girls sent from the cantonment districts by the federal judges.

City farms are being developed by a number of cantonment cities in states where there are no reformatories for women, as a local provision for the care of older women. A city farm, if properly developed and conducted on a considerable acreage, will serve as a detention hospital for women found infected with venereal disease, and also as a place of long-term commitment for prostitutes who are not diseased, and for other women offenders. By long-term commitment we understand at least six months or a year. This is not as long as is desirable, but in many cases it is all that can be obtained from a court.

The location of the farm must be sufficiently isolated that the danger of troublesome outside intrusion will be minimized. But entirely to secure the institution from trouble-makers, and for the effective custody of some of the difficult women, potential guards in the person of farm help should be employed. During the period of adjustment it may be well to secure military guard to insure against trouble from the outside, as well as to avoid the possibility

of disturbance from within. Everywhere delinquent women and girls must be made to feel that the government is interested in them, to come down harder and harder upon them as they prove a menace to our efficiency, and the program we offer must be constructive but firm, and must reveal the distinction between a reasonable amount of freedom and an opportunity for license. When such great demands are being made upon us all, to work or fight, there is no reason why this class of women should be allowed to be in idleness. The prejudice which exists in the south against women's engaging in manual labor makes this point sometimes rather difficult to establish.

These farms must be located on sufficiently tillable areas to permit the women to engage in agricultural work, as outdoor work furnishes so great an opportunity for rehabilitation of character and because our country at the present time is in need of further agricultural development. There must always be a woman superintendent in charge of all the women committed to the farm, including their work, recreation, daily household provision and discipline. She must have the power to employ and discharge her co-workers, and must be responsible solely to a mixed board, or committee of interested representative citizens, who have the entire management of the farm and who select the superintendent. A program of work and recreation, to include agricultural work, must be established for the women, that there may be some restoration of character accomplished with physical rehabilitation.

Such farms, which include detention hospitals, are needed at once and again our policy has been to secure, if possible, land with some buildings on it which can be repaired and converted into the necessary equipment. One city has bought an old automobile club house for its city farm building for women.

Many of the southern states have passed excellent state health laws providing for the custody and medical treatment of women found suffering with venereal disease during the period of infection. But unless this regulation is accompanied by laws for long-term commitment to an institution of training, which will provide, upon dismissal, "follow-up" or parole care, the good accomplished is to only a very small degree permanent. There have been excellent detention hospitals established. They are scientifically conducted as hospitals, are clean, and the women and girls show good spirit.

In conversation they individually assure you, "Sure, I've had my lesson. When I get out I'm going to get a job and stick to it!" But unfortunately facts prove that in many cases when a girl goes out after thirty days' intensive treatment with instructions for the next six months, it is but to return within possibly the following month. The city of New Orleans has been operating an admirable detention hospital for several months. In that time one girl has been enrolled as a patient four times. This is no fault of the hospital. It has done its work well. But the state of Louisiana, or the city of New Orleans, supplies no legal means by which these girls and women can be held beyond the period of infection, nor is there as yet any suitable institution to which they can be sent, or any established social service work to follow up cases after they leave the hospital.

Modern reformatories for women and girls, which, as separate institutions, should exist in every state, should be developed as industrial schools or colonies located on a farm in the country. In some states where there are good state reformatories the entire problem of the care of delinquent girls and women in this unusual time has been handled through these established channels. Girls under eighteen should be committed for the remainder of their minority, with the idea of parole after two years' training in the school. Women should be given, if possible, an indeterminate sentence involving long-term parole. This is necessary if a complete program of rehabilitation and training is to be effected to supplement the plans for medical treatment which are being pushed by the Public Health Service.

The institutions must be in the hands of women, for it is a woman's job to work with women, and the women and girls committed have frequently seen a great deal of the wrong kind of men and very little of the right kind of women. Agricultural work must be developed as a feature of the place for its rehabilitating and economic value. Fundamental academic school work must be given in a school which it is possible for each woman or girl to attend some time during the day. There must be sewing, hand-work, and a complete course of training in the domestic work involved in the conduct of a house,—including the laundry work. All of the work involved in the up-keep of the institution should be done by the women and girls under direction, as far as possible, for

this develops a sense of responsibility that nothing else can. The humanizing and socializing effect of good music cannot be over-emphasized. The power of group-singing has been strikingly proved by the work of the camp song leaders.

Group consciousness and a sense of the individual's relation to the morale of the community can often be developed by a carefully guided system of self-government. High types of women are willing to undertake institutional work with delinquent women and girls provided the life and spirit of the place be held at a sufficiently high level. Frequently college women will employ their excellent training in this work, and prove valuable aids in guiding a self-government system.

Everywhere there is forced upon us a growing realization of the menace of the immoral colored girls and women, and the difficulties in many of the states of arousing public sentiment to make provision for their care. Virginia is the only state which has a reformatory for colored girls alone. Of course in many states they are handled in the same institution as the white girls. But in a number of states there is nothing save a short jail sentence spent in idleness in unspeakable surroundings. It has been a part of the policy in this section to meet whenever possible with groups of interested negro citizens in the different cantonment cities and to urge them to plan and make some start in work for their women and girls that can later be taken over by the state. And we have sought to force upon white citizens realization of the fact that the problem of the immoral colored girls and women directly affects them, and is theirs to face as much as it is for the colored themselves.

Everywhere we have received splendid coöperation of state and city officials. The work of the section has of necessity progressed only as has the work of local and federal law enforcement. Its work is to develop and standardize institutions for the care of girls and women who are a menace to our men in training, but it aims to work in effecting this war program, so that the effort and money expended will contribute towards the establishment of an effective, permanent program for the care of delinquent women and girls.